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This reassessment of Montana library service, conducted by library leaders throughout the state, discusses general characteristics of the state, goals for library service, ten years of progress under the Library Services and Construction Act, the federation plan, cooperation between all types of libraries, and library service to state institutions and the physically handicapped. It is concluded that the legal framework exists for Montana to meet all of the state responsibilities for library service but financial support is inadequate for the State Library to fulfill its function. The State Library needs a much larger book collection, additional staff, including specialists and a local library consultant, a building adjacent to the Capitol, and a substantially increased budget. It is also concluded that the federation system is the most economical means for achieving adequate and equal public library service for the entire state. However, support for such systems must be broader than it is now, and a generous appropriation to provide state aid to the federations is recommended. The text of the Library Services and Construction Act is appended. (JB)

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A TIME FOR GREAT THINGS

Montana's plan for total library service

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A TIME FOR GREAT THINGS

Montana's Plan for Total Library Service

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INTRODUCTION

The phenominally rapid change in the structure, use and support of libraries that has taken place within the past ten years has made it apparent that it is time for a reassessment of Montana's position in the library world. We need to take a new look at our accomplishments, at our goals and at the means by which we can meet these goals. While we can take pride in the distance we have come, we have need for far more detailed planning to meet the challenges we yet face—and they are many. We may know where we're going but how rapidly can we get there? How much will it cost? Where is the money coming from? What does it require from us? What will it take to provide **total** library service, coordinating academic, public and institutional libraries to give a service of excellence to **all** residents of Montana wherever they may be?

The expanded program of the Library Services and Construction Act has fortunately made planning funds available for this study and will continue to provide funds for the next four years to implement the plan.

Many hours of study by many people has produced more background material than could be published here. This is on file in the State Library, however, and will be of much use in the future development.

Library leadership throughout the state has worked with the State Library Commission to produce the plan, taking as its guide the study done by Miss Ruth Warncke, in 1965, **"Plan for the Development of Library Service in Montana."** Those who have assisted are listed below:

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MONTANA PROFILE

By

MRS. MAXINE C. JOHNSON

Although it is the fourth largest state in the union, encompassing 147,148 square miles, Montana has only 702,000 residents.[1] This means that 0.4 percent of the nation's people live in an area which takes up almost 5 percent of the total land area of the United States.

In 1960, Montana's population was divided almost evenly between urban and rural residents. Just over 50 percent (50.2) were classified as urban residents by virtue of living in places of over 2,500 population, although only one in six Montanans lived in a city of over 50,000. Slightly under 50 percent (49.8) of the population was scattered about the state in many very small towns and on farms and ranches.[2] As in other parts of the country the proportion of residents in rural areas is declining; more and more people are moving into urban areas. Yet given this huge agricultural state, there is no doubt that many Montanans will continue to live in isolated surroundings, far from major population centers. One of the toughest problems of these sparsely-settled areas centers on how to promote economic and social stability, including the maintenance of adequate public services for a small number of residents at a rather high cost.

Montana's population differs from the national in at least one other significant way: it has a smaller proportion of people between the ages of 18 and 65 than the country as a whole.[3] In other words, when the age distributions of the Montana and United States populations are compared, Montana has fewer people in the working age groups. Montanans are not only moving from farms to cities within the state; they also are moving out of the state, presumably in search of greater economic opportunities. Between 1950 and 1960, Montana's net population loss through out-migration exceeded 25,000; almost one-half (46 percent) of the loss occurred among persons between the ages of 10 and 29—potential members of the labor force in the 1960's.[4] The small size of the labor force in comparison to total population means, of course, that those Montanans presently employed have a relatively heavy burden both in terms of number of dependents and in the financing of public services.

Montana's economic growth is hampered by an industrial composition that is too heavily dependent upon a natural resource economy. Agriculture, mining, and wood products are its major industries. Two of these industries—agriculture and mining—have been undergoing considerable technological change, and thus employ fewer people today than they did in 1950. The railroad industry, for many years a leading employer, also has fewer workers today. Census reports show that a combined loss of over 20,000 jobs occurred in these three industries between 1950 and 1960. This is a significant loss for a state which had an employed labor force of only 218,000 in 1950.[5]

Since 1960, employment in agriculture and railroads has continued to decline, although at a somewhat slower rate. The mining industry employed about the same number of workers in 1966 as it had in 1960; wood products firms, very important in western Montana, had added approximately 2,000 workers since that year.[6]

Of course, other industries—notably trade, services, and government—also have increased their employment over the years, but the declines in agriculture, mining, and railroads have kept Montana's total employment from growing at a rate as fast as that of the United States as a whole. In 1966, total employment in the nation was 22 percent higher than in 1950; in Montana, the increase had amounted to only 12 percent. Between 1960 and 1966, Montana did a better job of keeping up;

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[1] U. S. Bureau of the Census, **Current Population Reports, Population Estimates, Estimates of the Population of States: July 1, 1965, With Provisional Estimates for July 1, 1966**, Series P-25, No. 348, Sept. 16, 1966.

[2] U. S. Bureau of the Census, **U. S. Census of Population: 1960, General Population Characteristics, Montana, Final Report, PC (1)-28B.**

[3] U. S. Bureau of the Census, **Current Population Estimates, Estimates of the Population of States, by Age, 1960 to 1965, With Provisional Estimates for July 1, 1966, Series P-25, No. 354, December 8, 1966.**

[4] U. S. Department of Agriculture, Economic Research Service, **Populattion Migration Report, Volume I, Part 6, May 1965.**

[5] U. S. Bureau of the Census, **U. S. Census of Population: 1960, General and Social Economic Characteristics, Montana. Final Report PC(1)28C.**

[6] **Unemployment Compensation Commission of Montana, Montana Labor Market Supplements, Employment Series by Months, 1960 to 1966 inclusive.**

while the employed labor force in the United States was growing by about 9 percent, the state expanded its total employment by 8 percent.[7]

Unfortunately, national and state changes in total personal income do not reveal the same close relationship since 1960. Between 1960 and 1965, total personal income in the nation gained 44 percent, while Montana's increase was only 33 percent. Between 1960 and 1965, the comparative figures were 155 percent for the United States and 91 percent for Montana.[8]

Per capita income figures are more meaningul than total income in terms of individual welfare and ability to provide public services. In 1950, Montana per capita income was 108 percent of the United States figure; in 1960, it had fallen to 92 percent; and in 1965, at $2,438 per person, it was equal to only 89 percent of the national figure.[9] The state's per capita income has fallen below the national average for several reasons: first, a smaller proportion of the state's population is employed; secondly, average earnings per employed person are somewhat below the national average in Montana, partly because a larger proportion of the population is still at work in agriculture and partly because of the loss since 1950 of a substantial number of high-paying jobs in mining and railroads; and thirdly, because income from property ownership (in the form of rent, dividends, and interest) is lower in Montana.

In general, the problems of Montana's basic industries are industrywide problems not peculiar to the state. Other natural resource states have had similar experiences. For Montana, the greatest period of readjustment may be coming to an end. The outlook for agriculture is far brighter than it was in the late 1950's; mining employment has stopped declining; the decrease in railroad jobs is slowing down; and the wood products industry, although declining in some states, is still expanding in Montana. The state, of course, is attempting to develop new sources of employment and income, but nearly everyone recognizes that this will be a long, slow process. It will be some time before Montana overcomes the losses of recent years and again attains an economic position which compares favorably with the nation as a whole.

In the meantime, Montanans face critical and growing problems in the area of public services. Both state and local governments are constantly confronted with financial difficulties. Many public institutions—educational, cultural, penal, custodial, and medical—suffer from years of inadequate financing. Yet Montanans have not been niggardly in their support of at least some of these services. Their per capita expenditure for education, at $132.49 in 1963, exceeds the median expenditure by the fifty states of $117.54. During the same year, libraries in the state received $1.74 per capita while the national median was $1.50.[10]

Part of the difficulty is that such services are expensive in Montana, where distances are great and the population sparse. How do governments provide adequate public services in a state where 21 of 56 counties have less than 5,000 population? Nevertheless Montanans, like other Americans, are demanding more and higher quality public services. They know that the quality of present services varies greatly throughout the state's major cities and the small towns and rural areas. Many residents of the state realize that new approaches, new ways of cooperation among areas, and new sources of revenue will be necessary if the quality is to be improved. They are beginning to recognize planning as one of the essential processes of government, a means of developing guidelines for dealing with problems and providing a strategy for development of public services. Montanans want adequate services for all the state's residents, and increasingly they recognize that the quality of public services is important not only for individual well-being, but for the growth and development of the state itself.

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[7] U. S. Bureau of the Census, **Statistiacl Abstract of the United States, 1966 and U. S. Census of Population:1960, General Social and Economic Characteristics, Montana**, Final Report PC (1)-28C; Unemployment Compensation of Montana, Montana Civilian Work Force, February 3, 1966 and May 16, 1967.

[8] U. S. Department of Commerce, Office of Business Economics, **Survey of Current Business, August 1966 and April 1967.**

[9] U. S. Department of Commerce, Office of Business Economics, **Survey of Current Business, August 1966.**

[10] U. S. Bureau of the Census, **Census of Governments: 1962, Vol. IV, No. 4, Compendium of Government Finances.**

GOALS FOR LIBRARY SERVICE

Ruth Warncke in the **Plan for the Development of Library Services in Montana** has done an admirable job of stating the goals for library service. These continue to be our ultimate objectives:

Every resident of Montana should have available to him, no matter where he lives, library service of high quality. No two people will need or want exactly the same kind of service; a person will need different kinds of services at various times in his life. At any given time he may want more than one kind of service and material. He should be able to get materials (and assistance in using them effectively) by a reasonable effort, and within a reasonable time.

Accurate, complete information on any subject is essential. From the question of the child to the search of the scholar, the full range of inquiry should be met with up-to-date, comprehensive materials geared to the ability of the questioner to understand them. Assistance in using complex materials should be readily available.

Each person should be able to get those materials that are essential to his education. Whether he is a student in school or college, or an out-of-school adult, continuing his education in order to improve his work or his family life, or to undertake his responsibilities as a citizen and a member of his community, or to develop as a thinking, spiritual, aesthetic human being, he requires books and other printed materials, and recordings of sounds and pictures to help him to learn.

The thin line that exists between self-education and wholesome recreation is of little importance. It is important, however, that every person have the means to make his use of leisure time constructive. Whether a child or an adult wishes to live the multiple lives opened to him by the writers of prose and poetry, by the makers of music, or the painters and sculptors, he should have access to the best of literature, music and art; and he should be encouraged to try the pleasures awaiting him in these. If he wants to be a maker—of a symphony or of a garden—he should find guidance for his mind and his hands. Should his joy be in mental speculation, the writings of the philosophers and the scientists should be within reach. Whether he travels, or engages himself in the work of organizations, or takes his family to the zoo, he should be able to make his leisure more enjoyable and productive through the use of readily available library services and materials.

In order to reach this goal of providing library service that will enrich personal lives and increase the competency of people in their vocational and civic roles, many types of libraries are necessary:

Public library systems to meet the personal needs of children, young people and adults;

School libraries in every elementary, junior high and high school, as an integral part of the instructional program;

College and university libraries to meet the curriculum and research needs of students and the teaching and research faculty;

Special libraries in such public service institutions as departments of government and historical societies, and in commercial and industrial institutions, to meet the research and operational needs of the staff;

A state library to provide coordination of library services in the state, leadership in library development, and resources to enrich and supplement the collections and services of all libraries; and to serve state government offices directly.

The individual libraries, each serving a primary function related to the needs of its immediate clientele, can contribute to the achievement of these goals through voluntary, planned cooperation. Together they can comprise a state-wide network of library service, each sharing its strengths with others, and gaining new strength through increased communication and joint endeavors.

The steps toward the goals are the expansion and improvement of each type of library service, and the development of cooperative activities among libraries of the same type; and the establishment of frequent communication among all types of libraries for the realization of common goals.

The beneficiaries of such a plan of action are the people of the state, who as they gain service, will in turn be able to contribute more effectively to their communities and to the future growth of Montana.

TEN YEARS OF PROGRESS UNDER THE LIBRARY SERVICES AND CONSTRUCTION ACT

Dr. Robert Campbell, Assistant Professor of Economics of the University of Oregon, did a definitive study of the financing of public libraries in the Pacific Northwest Library Association survey, initiated in 1956. After a visit to the State Library he made this comment, "Here one faces the spectacle of a state agency trying to do everything with almost nothing." This neatly summarizes the library scene in Montana, both at the state and local level, at the time that the Library Services Act became a reality and the state received its first payment of $40,000 in April, 1957.

Prior to 1956 and the passage of the Library Services Act, there were a few small but effective systems in operation in Montana. The predominant pattern, however, was that of scattered municipal librory service and traditional "county libraries," some dating back to 1915. Small and in most cases without sufficient staff and financial support, these libraries found it extremely difficult to provide adequate service even to the county seat. Their extension service was either nonexistent or merely token. Local expenditure for public library service in 1956 totaled $601,757. Twenty-seven out of the fifty-six counties were without any county tax support for library service. Where a tax existed, it provided far from adequate funds.

In 1956 the State Library was located in Missoula where it had been since 1946, when a first budget was appropriated by the Legislative Assembly. The Agency was housed in an old and decrepit frame building on the University of Montana campus, in two small crowded rooms that were divided by the office of the State Correspondence School. Cramped quarters, poor lighting and leaking steam pipes made efficient operation very nearly impossible. The staff numbered three professionals and one clerk with one part-time student helper. The book collection totaled 26,103 books and these were jammed into less than 900 square feet. The yearly budget of $21,507 provided a very low salary schedule for the staff and the minimum amount for travel. Of necessity services were largely confined to the shipments of books to schools, isolated individuals and to small libraries. Publications were limited to the quarterly periodical **Montana Libraries** and occasional mimeographed releases, sent to a mailing list of about 350 people.

Montana's Plan under LSA was one of the first to be accepted by the Office of Education. First major provision is for strengthening the State Agency; second is for the establishment of libraries into systems of libraries through demonstrations. Montana chose the concept of federations of libraries as the most flexible means of instituting cooperative library service and the most acceptable to the residents of a predominately rural state. Many small and medium size libraries were well established units of local governments having vested property rights and a long tradition of local autonomy. A federation would preserve the advantage of the local libraries, adding the increased efficiency and specialization of the larger unit. This type of participation satisfies the desire for "home rule" and parallels the historic American principle of independence in local government.

The Plan provides that the factors that determine the location of the federation and the cohesion into systems are: homogeneity of population; ease of transportation and communication; contiguity; professional leadership at the federation center. The services provided by the federation follow the same pattern that is in effect in many library systems throughout the nation. Ordering, processing and cataloging are centralized, relieving the professional member librarian from repetitious detail and providing standard cataloging for those librarians without professional training. Residents are permitted to borrow books from any library in the system. Through group purchase of books, supplies and equipment, substantially larger discounts are obtained. Monthly meetings of the librarians provide in-service training and the expert advice and counsel of the professional staff at the Center. Bookmobile services are shared, as are extensive reference services from the main library and an intensive area-wide public relations program is in effect.

Montana's Plan was approved January 15, 1957. Progress since that time is gratifying.

The State Library has been moved to Helena and now occupies pleasant quarters with 25,000 square feet of space. Federal funds have made it possible to enlarge both the professional and clerical staff, which now numbers four professional and seven clerical members. The book collection totals 93,383 volumes. Procedures have been streamlined and simplified through the addition of equipment and machines. Participation in the state Tele-communications systems permits daily contact with the libraries of the state. Consultative visits, workshops and institutes have been possible with the new funds and have been an effective means of improving library service at all levels. Publications on a wide variety of topics of library concern are now mailed to a list of approximately 2,800 people. A generous scholarship program is now in effect, six scholarships of $5,000 each have been awarded for graduate study at an accredited library school. Smaller scholarships have been provided for workshops and institutes, and for approved courses offered by correspondence.

All out effort at the State Library has been given to a meaningful program of interpretation and publicity. The best possible use has been made of National Library Week as a culmination of a year-round program of public relations.

Legislation was passed in 1964 which spells out more fully the responsibilities and duties of the State Library. The 1967 Legislature enacted three good library laws: a uniform public library law for both cities and counties; a law providing for the central distribution of state documents and an Interstate Compact Law. The legislature appropriated $100,000 annually for the State Library budget for the 1967-69 biennium—an increase of 364% over 1956.

Montana now has four federations of libraries with a fifth in its beginning. Service of high quality to residents in fifteen counties is now a reality. Each area shares the benefits of system membership as listed earlier in this report. ALA standards have not been reached, but as other counties join, this **can** be accomplished. Limited funds have not made it possible to include all 56 counties simultaneously, but as local support is forthcoming, funds are released to demonstrate in a new area and the goal of total library service of high standard is possible for every resident in the state. The following chart shows increases in support, books and library use in each federation.

FEDERATIONS IN MONTANA

Name of Federation	Population	Area in Square Miles	Percentage of Increase Income	Books	Circulation
Northwest Montana Lincoln, Flathead and Sanders counties	61,382	11,654	49%	51%	61%
Great Falls Cascade and Pondera counties	80,017	4,302	84%	29%	70%
Sagebrush Custer, Carter, Dawson, Fallon, Garfield and Rosebud counties	40,199	20,696	143%	103%	151%
Big Sky Helena Public Library, Beaverhead, Jefferson and Madison counties (demonstration)	36,929	10,737	162%	—28% (decrease due to necessary weeding)	75%

Billings Public Library is extending services into Yellowstone County as a first step toward a larger future federation.

On February 11, 1964, President Johnson signed into law P.L. 88-269, an amendment to the Library Services Act which greatly increased the funds for each state, removed the population limitation so that projects benefitting cities as well as rural areas could be funded, and provided under Title II matching grants for public library construction. Montana has six beautiful library buildings made possible with assistance from the new funds, in Great Falls, Miles City, Glasgow, Sidney, Wolf Point and Billings. During the present fiscal year two more projects are approved—one in Valier and one in Kalispell.

Progress has been evident. The spiral of in-

terest has been demonstrated by the fantastic increase of local library support from $600,000 to over $1,100,000—over 83% in less than ten years. The use of libraries has increased proportionately.

In all probability the most significant result of LSA and LSCA in Montana has been in the change of attitudes, both in the profession and in the patrons, present and potential. Residents of Montana earlier accepted the fact that only limited library service was possible because of the huge geographic areas, scattered population and low taxable valuation. Through the effective demonstrations which have resulted in the network of library systems called federations, built on the solid foundation of a strong center designed to consolidate strength rather than to combine weakness, and which provides for the priceless advantages of initiative, responsibility and the pride of ownership in each community, it is now recognized that library service of high standard can be a reality.

Without question, however, if we are to cope with these problems that are peculiar to Montana we must realize that we can only progress where there is maximum cooperation between libraries of all kinds and with maximum effort from all levels of government. Proportionate support must be forthcoming from local, state and federal levels.

FEDERATIONS—TOTAL SERVICE FOR MONTANA

Before the planning committee could undertake the study of the new programs and develop plans for any implementation, it was essential that the on-going program of library development through the federation plan be fully explored and evaluated. Each coordinator prepared a detailed plan of his or her area showing present strengths and weaknesses; existing resources; present and future needs. It was the consensus that six strong centers **could** serve the state, with federation headquarters established in Miles City, Billings, Helena, Great Falls, the Glasgow-Wolf Point area and Missoula.

The existing federation presently serving Northwest Montana with Libby as the Center could be enlarged with the center located at Missoula and the cities of Libby and Kalispell serving as sub-centers.

The studies demonstrated that giant strides had been made over the past ten years. The coordinators were in full agreement that the present plan is good and that public library development should continue to follow the established pattern of federations or systems of libraries.

Still needed in every center are more professional staff, vastly increased book collections and other library materials. Some of the catching up that is necessary can be accomplished with the Title I funds over the next four years. This, combined with maximum local funds available under present Montana laws and with State aid could give adequate financial support for excellent library service.

Strengthened and expanded public library service, backed up by a strong State Library will be the base of the pyramid upon which all other new services will rest.

COOPERATION BETWEEN ALL TYPES OF LIBRARIES

Title III of the Library Services and Construction Act is an outgrowth of the conference within a conference held at the national American Library Association meeting in Chicago, 1963. This was called "An Inquiry Into the Needs of Students, Libraries and the Educational Process." This long title was commonly abbreviated to Student Use of Libraries and the shorter form served well enough for librarians, who think of students as people of all ages using libraries for all kinds of study, formal and informal, supervised and self motivated.

The conference was attended by more than 4,000 librarians of every type of library, where President James E. Bryan, in his introductory statement pointed out that the problem was not one of the institutions concerned, but of the people in need of library service.

Many excellent suggestions came out of the three-day conference, most valuable of which was the emphasis on the need for all types of libraries to communicate; to explore methods of cooperation so that resources could be more widely available through a coordination of effort. Now in the Library Services and Construction Act of 1966, Title III provides funds for establishing and maintaining cooperative networks of libraries. The resources of school, public, academic and special libraries can now be shared through a plan of coordinated effort. Funds from this Title will aid us in overcoming the barrier of distance and isolation (an isolation that may be geographic but is sometimes administrative).

Montana's Plan will strengthen the services of all the libraries of the state by speeding up inter-library loans and opening up the existing strong reference collections for general use. This will be done through the establishment of an intercommunications system, using inward and outward WATS telephone, Telepak and/or Teletype, telefacsimile of the printed word, television and radio, with the State Library as the Center of the network.

Library training through workshops and institutes will be provided jointly for personnel in all types of libraries.

Interlibrary cooperation in the selection of materials will be developed through a liaison consultant who will assist in formulating acquisitions policies and procedures.

Studies will be made to investigate the possibilities of computerized cataloging for every type of library when this service is available through the Library of Congress.

Pilot studies in local areas to determine specific methods of cooperation between all libraries and information centers will be undertaken.

Montana and all bordering states have the identical Inter-state Library Compact Law which provides for cooperation across state lines. Feasible now would be the extension of the telecommunication network and cooperation in the training program. No immediate plan is yet designed, but there is every possibility that the library federations could, in several areas, be extended into other states.

Basic to the plan is the development of full use of existing facilities. Progress in library development has always resulted in Montana when we take this first and important step: better use of what we now have.

LIBRARY SERVICE TO STATE INSTITUTIONS

There are eleven state institutions in Montana, serving a total of 3,814 residents. Library service for these residential training schools, reformatories, penal institutions, orphanages or hospitals is almost non-existent and what reading is available to the residents has been supplied through the State Library in response to individual requests.

Title IV A of the Library Service and Construction Act provides money for the first time for institutional library service. With the vast need and the initial small appropriation, only a very small start can be made during the present year but in undertaking the surveys and writing the long range plan and recommendations, we have set our goals very high indeed.

The objectives of the Plan are to support, broaden and strengthen the institutions' total rehabilitation program by providing appropriate library materials in an attractive library setting, with library staff adequate for directing planned programs to encourage and facilitate maximum use; to serve as an educational, social, recreational and vocational training center for the welfare of the residents; and to assist and further the education, reading and research program of the professional staff through the development of the professional library in each institution.

Immediate plans to achieve these objectives are to employ a qualified librarian at the State agency to direct the services and to work with the heads of each institution. Where strong public

library service is available in the area, service will be instituted through contact between the local library and the State agency; personnel will be employed in each institution to give service to both residents and staff and professional education through continuing education courses will be provided for all staff engaged in each program as funds permit.

Ultimate goals of library development in institutions can be achieved only when each agency is able to carry out its own function and, at the same time to become a part of the coordinated effort toward a viable network of library services. There can be no strong institutional program without the resources of good library services for the rehabilitation, education, recreation and cultural welfare of the residents and of the administrative and technical staff. As with other types of libraries service, that to institutions cannot make progress in isolation. Such service must relate to the needs of the particular institution and be planned within the framework of the resources of the institution, the State Library and the local public and school libraries.

The task is monumental but we can approach it with confidence. We are assured of the interest and concern of the administrators of each institution and the librarians and trustees in areas where these institutions exist.

LIBRARY SERVICE TO THE PHYSICALLY HANDICAPPED

Montana's blind readers have been served for the past years through the division of the Library for the Blind in the Seattle Public Library, which is a regional library participating in the Library of Congress program. Prior to 1966 and the passage of the amended Library Services and Construction Act, the use of the Talking Books was limited to borrowers who were certified by a physician as having central visual acuity of 20-200 or less. In the amended law, this limitation on use has been considerably broadened to include the physically handicapped, including the blind and visually handicapped, who are unable to read or use conventionally printed material. It is estimated that there are in the nation almost 2 million persons who cannot read conventionally printed books, magazines and newspapers because of impaired vision or other physical factors which make them incapable of manipulating these materials.

Because of the high cost of library service for the handicapped, public libraries have been unable to provide anything but the most rudimentary service to this segment of our population.

As a first step to improved and expanded services to the physically handicapped, the State Library will assume the administration of the Library of Congress program which provides the machines and the Talking Books. The State Agency will continue to contract with the Seattle Public Library for those few readers who use braille. The Talking Book program will be initiated here by January 1, 1968. The machines will be distributed by the libraries in each county, with a large supply stored at the State Library to back up the local needs. In the past the Department of Welfare has had the responsibility of distribution of the machines with the result that the program appeared to be primarily designed for people on public relief rolls. Certainly the service is available to the indigent but it is not and has never been a welfare program.

To improve services to handicapped readers in the local public libraries, funds will be used to provide large print books, projectors, page turners and musical recordings for loan from the State. Here, too, progress will of necessity be gradual since the original appropriation for this year will be minimal.

A state-wide publicity program to acquaint the users with the new services will be of first importance in developing the plan. All local and state organizations concerned with helping the physically handicapped will be solicited for assistance in this undertaking. Information on all other programs in the state will be compiled at the State Library and given broad distribution so that efforts can be coordinated.

SUMMARY AND RECOMMENDATIONS

THE ROLE OF THE STATE LIBRARY

In the United States the responsibility for education rests essentially at the state level. Since library service is basic to education, all of the states in the Union have accepted the responsibility for the development of library services. In Standards for Library Functions at the State level, published by the American Library Association in 1963, the introduction states:

> "The many and varied responsibilities of state government for library service naturally group under five headings, all of which must be available in a full program:
>
> Resources of state-wide value for both government and citizens, in subject fields ranging from broad questions of public policy to law and history of the state.
>
> Special library services for state government—to officials, agencies, and institutions.
>
> Consultant and promotion services for those libraries which bring facilities close to readers, particularly public libraries serving communities and school libraries serving educational institutions.
>
> Sharing with local government the financing of both public library systems and school libraries as fundamental institutions within the total educational program of the state.
>
> Research and planning leadership to stimulate steady improvement in state-wide library resources.
>
> The purposes behind the several activities and responsibilities are clear: to provide for the education of the citizens of the commonwealth, to promote both economic and cultural life in the state, and to support rational, informed government in the conduct of its affairs."

In Montana the state vests primary responsibility in three agencies: the State Law Library, the Office of the State Superintendent of Public Instruction and the State Library Commission. The first provides "resources for both government and citizens in law;" the Superintendent of Public Instruction provides "consultant and promotion services for school libraries;" all other state library functions are vested in the Montana State Library Commission. It is empowered:

> "To give assistance and advice to all tax-supported or public libraries in the state and to all counties, cities, towns or regions in the state which may propose to establish libraries, as to the best means of establishing and improving such libraries;
>
> To maintain and operate the state library and make provision for its housing;
>
> To accept and to expend in accordance with the terms thereof any grant of federal funds which may become available to the state for library purposes;
>
> To make rules and regulations and establish standards for the administration of the state library, and for the control, distribution, and lending of books and materials;
>
> To serve as the agency of the state to accept and administer any state, federal, or private funds or property appropriated for or granted to it for library service or to foster libraries in the state and to establish regulations under which funds shall be dispersed;
>
> To provide library services for the blind;
>
> To furnish, by contract or otherwise, library assistance and information services to state officials, state departments, and residents of those parts of the state inadequately serviced by libraries;
>
> To act as a state board of professional standards and library examiners and develop standards for public libraries and adopt rules and regulations for the certification of librarians;
>
> To employ as its executive officer a librarian and who shall be a graduate of an accredited library school and who shall have full responsibility for carrying out the program of the Commission in accordance with the policy set by the Commission."

Thus **to a degree,** Montana meets all of the state responsibilities for library service. The framework exists. Lacking is adequate state financial support to enable the State Library to fulfill its function.

There are needs for a vastly increased collection of books, with strength in special fields of interest; increased staff to include specialists in services for adults, for young adults and for work with children; specialist in legislative reference and a full-time consultant to work with librarians, trustees and local governing bodies to promote local activity in library development.

A library building adjacent to the Capitol is essential to improved service to the offices of government.

The present budget of $100,000 a year should be substantially increased to cover the costs of the additional staff and library resources.

A generous appropriation to provide state aid for libraries, patterned after the existing Foundation Program for Montana schools must have high priority.

THE ROLE OF THE PUBLIC LIBRARY

As the State Library's prime responsibilities are to serve State government and institutions and to aid in the development of public library services, so the public library, cooperating with and aided by the State Library must in turn reach out to all the citizens in the state. School and academic libraries provide for them in their capacity as students and there are special libraries to serve specific activities but cutting through them all—before, after and outside—tying them all together is the public library.

The paragraphs quoted from Miss Warncke's study cover admirably the role and the goal of the public library. How far short are we of meeting that goal and how can we best achieve it?

Any planning, any hope, for providing quality library service for all the people of Montana must take as its foundation the concept of Federations. The state's scattered population, its geography, its economics, make cooperation imperative.

There is no question that no matter what route we take it will not be easy to reach our goals. In that most basic element in library service—books—the Federations (existing and potential) are short some 372,000 volumes from what they should have if they are to give good service. That means we could spend now—on books alone—in the public libraries alone over a million and a half dollars. This need is computed on the assumption that every library in the state will someday be cooperating with its neighbors and able to reach out to make use of far more than what exists within its community or even its Federation.

So if that one problem seems staggering, consider how overwhelming it would be if we were to abandon the Federation concept and assume that each library or community or county were to work in isolation. To provide even a minimal operating collection for each separate unit that now exists and to provide such collections for the areas that now have no libararies at all, would find the state short 927,000 volumes — for a cost of over five million dollars.

The same situation exists in every area of library operation, whether it be books, staffing or facilities. If each community had to provide a building large enough to take care of the necessary storage and technical processes an independent operation would require, the cost would be more than double the amount required to provide an adequate modern facility for every existing library in the state operating as a part of a Federation.

It should be apparent then that the Federation system is not only the most economical means —but given Montana's economic situation—the only hope for total library service.

It should be equally apparent that the support for such systems must be broader than it is now. The assistance from the Federal Government over the past ten years has worked miracles within the state; we have come much farther in this time than anyone would have dreamed possible in 1956. But we've still a long way to go. Libraries in some areas may be debating the challenges of the future. Montana still carries too many deficits from the past. If we are ever to catch up we must have that third leg to the stool—State aid.

Looking to the future we know that the economic differences that exist between various parts of the state are apt to become even wider than they are now. Those areas that are losing population and hence income are going to be even more hard put to provide the services that all of us need whether we are few or many. So if we are to provide equal opportunities to all of our citizens there must be the equalizing factor of State aid to the Federations.

The state is presently spending, from local taxes alone, approximately one and a quarter million dollars on its public libraries. If we are to provide quality service for all our people it will take a minimum of $4.00 per capita or nearly three million dollars to do the job.

There is catching up to do—there is hard work ahead and it can't be done over night, but the task is not impossible.

LIBRARY SERVICES AND CONSTRUCTION ACT*

AN ACT

To promote the further development of public library services.

Be it enacted by the Senate and the House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Library Services and Construction Act."

DECLARATION OF POLICY

Sec. 2. (a) It is the purpose of this Act to promote the further extension by the several States of public library services to areas without such services or with inadequate services, to promote interlibrary cooperation, and to assist the States in providing certain specialized State library services.

(b) The provisions of this Act shall not be so construed as to interfere with State and local initiative and responsibility in the conduct of public library services. The administration of public libraries, the selection of personnel and library books and materials, and, insofar as consistent with the purposes of this Act, the determination of the best uses of the funds provided under this Act shall be reserved to the States and their local subdivisions.

TITLE I—PUBLIC LIBRARY SERVICES

AUTHORIZATION OF APPROPRIATIONS

Sec. 101. There are authorized to be appropriated for the fiscal year ending June 30, 1967, $35,000,000; for the fiscal year ending June 30, 1968, $45,000,000; for the fiscal year ending June 30, 1969, $55,000,000; for the fiscal year ending June 30, 1970, $65,000,000; and for the fiscal year ending June 30, 1971, $75,000,000, which shall be used for making payments to States which have submitted and had approved by the Commissioner of Education (hereinafter referred to as the Commissioner) State plans for the further extension of public library services to areas without such services, or with inadequate services.

ALLOTMENT TO STATES

Sec. 102. From the sums appropriated pursuant to section 101 for each fiscal year, the Commissioner shall allot $25,000 each to Guam, American Samoa, the Trust Territory of the Pacific Islands, and the Virgin Islands and $100,000 to each of the other States, and shall allot to each State such part of the remainder of such sums as the population of the State bears to the population of the United States, according to the most recent decennial census.

STATE PLANS

Sec. 103. (a) To be approved under this section, a State plan for the further extension of public libraries services must—

(1) provide for the administration, or supervision, of the administration, of the plan by the State library administrative agency, and provide that such agency will have adequate authority under State law to administer the plan in accordance with its provisions and the provisions of this Act;

(2) provide for the receipt by the State treasurer (or, if there be no State treasurer, the officer exercising similar functions for the State) of all funds paid to the State pursuant to this Act and for the proper safeguarding of such funds by such officer, provide that such funds shall be expended solely for the purposes for which paid, and provide for the repayment by the State to the United States of any such funds lost or diverted from the purposes for which paid;

(3) provide policies and methods of administration to be followed in using any funds made available for expenditure under the State plan, which policies and methods the State library administrative agency certifies will in its judgment assure use of such funds to maximum advantage in the further extension of public library services to areas without such services or with inadequate services;

(4) provide that the State library administrative agency will make such reports as to categories of expenditures made under this Act, as

*As amended by the "Library Services and Construction Act Amendments of 1966," Public Law 89-511, approved July 19, 1966.

the Commissioner may from time to time reasonably require; and

(5) provide that any library services furnished under the plan shall be made available free of charge under regulations prescribed by the State library administrative agency.

(b) The Commissioner shall approve any plan which fulfills the conditions specified in subsection (a) of this section.

(c) The determination of whether library services are inadequate in any area within any State shall be made by the State library administrative agency of such State.

PAYMENTS TO STATES

Sec. 104. (a) From the allotments available therefor under section 102, the Secretary of the Treasury shall from time to time pay to each State which has a plan approved under section 103 an amount computed as provided in subsection (b) of this section, equal to the Federal share of the total sums expended by the State and its political subdivisions under such plan during the period for which such payment was made, except that no payments shall be made to any State (other than the Trust Territory of the Pacific Islands) from its allotment for any fiscal year unless and until the Commissioner finds that (1) there will be available for expenditure under the plan from State or local sources during the fiscal year for which the allotment is made (A) sums sufficient to enable the State to receive under this section payments in an amount not less than $25,000 in the case of the Virgin Islands, American Samoa, the Trust Territory of the Pacific Islands or Guam and $100,000 in the case of any other State, and (B) not less than the total amount actually expended, in the areas covered by the plan for such year, for public library services from such sources in the second preceding fiscal year, and (2) there will be available for expenditure for public library services from State sources during the fiscal year for which the allotment is made not less than the total amount actually expended for public library services from such sources in the second preceding fiscal year.

(b) The Commissioner shall from time to time estimate the amount to which a State is entitled under subsection (a), and such amount shall be paid to the State, in advance or by way of reimbursement, at such time or times and in such installments as the Commissioner may determine, after necessary adjustments on account of any previously made overpayment or underpayment.

(c) For the purposes of this section the "Federal share" for any State shall be 100 per centum less the State percentage and the State percentage shall be that percentage which bears the same ratio to 50 per centum as the per capita income of such State bears to the per capita income of all the States (excluding Puerto Rico, Guam, American Samoa, the Trust Territory of the Pacific Islands, and the Virgin Islands), except that (1) the Federal share shall in no case be more than 66 per centum or less than 33 per centum, and (2) the Federal share for Puerto Rico, Guam, American Samoa, and the Virgin Islands shall be 66 per centum, and the Federal share for the Trust Territory of the Pacific Islands shall be 100 per centum.

(d) The "Federal share" for each State shall be promulgated by the Commissioner between July 1 and August 31 of each even-numbered year, on the basis of the average of the per capita incomes of each of the States and all of the States (excluding Puerto Rico, Guam, American Samoa, the Trust Territory of the Pacific Islands, and the Virgin Islands), for the three most recent consecutive years for which satisfactory data are available from the Department of Commerce. Such promulgation shall be conclusive for each of the two fiscal years in the period beginning July 1 next succeeding promulgation: Provided, That the Commissioner shall promulgate such percentages as soon as possible after the enactment of this Act.

(e) No portion of any money paid to a State under this title shall be applied, directly or indirectly, to the purchase or erection of any building or buildings, or for the purchase of any land.

TITLE II
PUBLIC LIBRARY CONSTRUCTION

AUTHORIZATION OF APPROPRIATIONS

Sec. 201. There are authorized to be appropriated for the fiscal year ending June 30, 1967, $40,000,000; for the fiscal year ending June 30, 1968, $50,000,000, for the fiscal year ending June 30, 1969, $60,000,000; for the fiscal year ending June 30, 1970, $70,000,000; and for the fiscal year ending June 30, 1971, $80,000,000, which shall be used for

making payments to States, which have submitted and had approved by the Commissioner, State plans for the construction of public libraries.

ALLOTMENTS

Sec. 202. From the sums appropriated pursuant to section 201 for each fiscal year, the Commissioner shall allot $20,000 each to Guam, American Samoa, the Trust Territory of the Pacific Islands, and the Virgin Islands, and $80,000 to each of the other States, and shall allot to each State such part of the remainder of such sums as the population of the State bears to the population of the United States, according to the most recent decennial census. A State's allotment under this subsection for any fiscal year shall be available for payments with respect to the administration, during such year and the next fiscal year, of its State plan approved under section 203, and for payments with respect to construction projects approved under such State plan during such year or the next fiscal year.

STATE PLANS FOR CONSTRUCTION

Sec. 203. (a) To be approved for purposes of this title a State plan for construction of public libraries must—

(1) meet the requirements of paragraphs (1), (2), (4), and (5) of section 103(a);

(2) set forth criteria and procedures for approval of projects for construction of public library facilities which are designed to insure that facilities will be constructed only to serve areas, as determined by the State library administrative agency, which are without library facilities necessary to develop library services;

(3) provide assurance that every local or other public agency whose application for funds under the plan with respect to a project for construction of public library facilities is denied will be given an opportunity for a fair hearing before the State library administrative agency; and

(4) provide assurance that all laborers and mechanics employed by contractors or subcontractors on all construction projects assisted under this Act shall be paid wages at rates not less than those prevailing on similar construction in the locality, as determined by the Secretary of Labor in accordance with the Davis-Bacon Act, as amended (40 U.S.C. 276a-276c-5), and shall receive overtime compensation in accordance with and subject to the provisions of the Contract Work Hours Standards Act (Public Law 87-581); and the Secretary of Labor shall have with respect to the labor standards specified in this paragraph the authority and functions set forth in Reorganization Plan Numbered 14 of 1950 (15 F.R. 3176; 5 U.S.C. 133z-15) and section 2 of the Act of June 13, 1934, as amended (40 U.S.C. 276c).

(b) The Commissioner shall approve any plan which fulfills the conditions specified in subsection (a) of this section.

PAYMENTS TO STATES

Sec. 204. (a) From its allotment available therefor under section 202 each State shall be entitled to receive (1) an amount equal to the Federal share (as determined under section 104) of projects approved under its State plan (as approved by the Commissioner pursuant to section 203) during the period for which such allotment is available, and (2) an amount equal to the Federal share of the total of the sums expended by the State and its political subdivisions for the administration of such State plan during the period for which such allotment is available.

(b) The Commissioner shall from time to time estimate the amount to which a State is entitled under subsection (a), and such amount shall be paid to the State, in advance or by way of reimbursement, at such time or times and in such installments as the Commissioner may determine, after necessary adjustment on account of any previously made overpayment or underpayment.

TITLE III
INTERLIBRARY COOPERATION

AUTHORIZATION OF APPROPRIATIONS

Sec. 301. There are authorized to be appropriated for the fiscal year ending June 30, 1967, the sum of $5,000,000; for the fiscal year ending June 30, 1968, $7,500,000; for the fiscal year ending June 30, 1969, $10,000,000; for the fiscal year ending June 30, 1970, $12,500,000; and for the fiscal year ending June 30, 1971, $15,000,000; which shall be used for making payments to States which have submitted and had approved by the Commissioner State plans for establishing and maintaining local, regional, State or interstate cooperative networks of libraries.

ALLOTMENTS

Sec. 302. From the sums appropriated pursuant to section 301 for each fiscal year the Commissioner shall allot $10,000 each to Guam, American Samoa, the Trust Territory of the Pacific Islands, and the Virgin Islands, and $40,000 to each of the other States, and shall allot to each State such part of the remainder of such sums as the population of the State bears to the population of the United States according to the most recent decennial census.

PAYMENTS TO STATES

Sec. 303. From the allotments available therefor under section 302, the Secretary of the Treasury shall from time to time pay to each State which has a plan approved under section 304 an amount equal to the Federal share which for the fiscal year ending June 30, 1967, shall be 100 per centum of the total sums expended under such plan (including costs of administering such plan), and for any fiscal year thereafter shall be 50 per centum of such sums.

STATE PLANS FOR INTERLIBRARY COOPERATION

Sec. 304. (a) To be approved for purposes of this title a State plan must—

(1) meet the requirements of paragraphs (1), (2), (4), and (5) of section 103(a);

(2) provide policies and objectives for the systematic and effective coordination of the resources of school, public, academic, and special libraries and special information centers for improved services of a supplementary nature to the special clientele served by each type of library or center;

(3) provide appropriate allocation by participating agencies of the total costs of the system;

(4) provide assurance that every local or other public agency in the State is accorded an opportunity to participate in the system;

(5) provide criteria which the State agency shall use in evaluating applications for funds under this title and in assigning priority to project proposals; and

(6) establish a statewide council which is broadly representative of professional library interests and of library users which shall act in an advisory capacity to the State agency.

(b) The Commissioner shall approve any State plan which meets the conditions specified in subsection (a) of this section.

TITLE IV—SPECIALIZED STATE LIBRARY SERVICES

PART A

STATE INSTITUTIONAL LIBRARY SERVICES

AUTHORIZATION OF APPROPRIATIONS

Sec. 401. There are authorized to be appropriated for the fiscal year ending June 30, 1967, the sum of $5,000,000; for the fiscal year ending June 30, 1968, $7,500,000; for the fiscal year ending June 30, 1969, $10,000,000; for the fiscal year ending June 30, 1970, $12,500,000; and for the fiscal year ending June 30, 1971, $15,000,000; which shall be used for making payments to States which have submitted and had approved by the Commissioner State plans for establishing and improving State institutional library services. For the purposes of this part the term "State institutional library services" means the providing of books, and other library materials, and of library services to (A) inmates, patients, or residents of penal institutions, reformatories, residential training schools, orphanages, or general or special institutions or hospitals operated or substantially supported by the State, and (B) students in residential schools for the handicapped (including mentally retarded, hard of hearing, deaf, speech impaired, visually handicapped, seriously emotionally disturbed, crippled, or other health impaired persons who by reason thereof require special education) operated or substantially supported by the State.

ALLOTMENTS

Sec. 402. From the sums appropriated pursuant to section 401 for each fiscal year the Commissioner shall allot $10,000 each to Guam, American Samoa, the Trust Territory of the Pacific Islands, and the Virgin Islands, and $40,000 to each of the other States, and shall allot to each State such part of the remainder of such sums as the population of the State bears to the population of the United States according to the most recent decennial census.

PAYMENTS TO STATES

Sec. 403. From the allotments available therefor under section 402, the Secretary of the Treasury

shall from time to time pay to each State which has a plan approved under section 404 an amount equal to the Federal share (as determined under section 104, except that the Federal share for the fiscal year ending June 30, 1967, shall be 100 per centum) of the total sums expended by the State under such plan (including costs of administering such plan).

STATE PLANS FOR INSTITUTIONAL LIBRARY SERVICES

Sec. 404. (a) To be approved for purposes of this part a State plan must—

(1) meet the requirements of paragraphs (1), (2), (4), and (5) of section 103(a);

(2) provide policies and objectives for the establishment or improvement of State institutional library services;

(3) provide assurance that all eligible State institutions will be accorded an opportunity to participate in the program pursuant to this part;

(4) provide criteria which the State agency shall use in evaluating applications for funds under this part and in assigning priority to project proposals;

(5) provide assurances satisfactory to the Commissioner that expenditures made by such State in any fiscal year for State institutional library services will not be less than such expenditures in the preceding fiscal year; and

(6) establish a council which is broadly representative of State institutions eligible for assistance under this part which shall act in an advisory capacity to the State agency.

(b) The Commissioner shall approve any State plan which meets the conditions specified in subsection (a) of this section.

(c) No portion of any money paid to a State under this part shall be applied, directly or indirectly, to the purchase or erection of any building or buildings, or the purchase of any land.

PART B

LIBRARY SERVICES TO THE PHYSICALLY HANDICAPPED

AUTHORIZATION OF APPROPRIATIONS

Sec. 411. There are authorized to be appropriated for the fiscal year ending June 30, 1967, the sum of $3,000,000; for the fiscal year ending June 30, 1968, $4,000,000; for the fiscal year ending June 30, 1969, $5,000,000; for the fiscal year ending June 30, 1970, $6,000,000; and for the fiscal year ending June 30, 1971, $7,000,000; which shall be used for making payments to States which have submitted and had approved by the Commissioner State plans for establishing and improving library services to the physically handicapped. For the purposes of this part the term "library services to the physically handicapped" means the providing of library service, through public or other nonprofit libraries, agencies, or organizations, to physically handicapped persons (including the blind and visually handicapped) certified by competent authority as unable to read or to use conventional printed materials as a result of physical limitations.

ALLOTMENTS

Sec. 412. From the sums appropriated pursuant to section 411 for each fiscal year, the Commissioner shall allot $5,000 each to Guam, American Samoa, the Trust Territory of the Pacific Islands, and the Virgin Islands, and $25,000 to each of the other States, and shall allot to each State such part of the remainder of such sums as the population of the State bears to the populations of the United States according to the most recent decennial census.

PAYMENTS TO STATES

Sec. 413. From the allotments available therefor under section 412, the Secretary of the Treasury shall from time to time pay to each State which has a plan approved under section 414 an amount equal to the Federal share (as determined under section 104, except that the Federal share for the fiscal year ending June 30, 1967, shall be 100 per centum) of the total sums expended under such plan (including costs of administering such plan).

STATE PLANS FOR SERVICES TO THE PHYSICALLY HANDICAPPED

Sec. 414. (a) To be approved for the purposes of this part a State plan must—

(1) meet the requirements of paragraphs (1), (2), (4), and (5) of section 103 (a);

(2) provide policies and objectives for the establishment or improvement of State plans for library services to the physically handicapped;

(3) provide assurance that all appropriate public or nonprofit libraries, agencies, or organ-

izations for the physically handicapped will be accorded an opportunity to participate in the program pursuant to this part;

(4) provide criteria which the State agency shall use in evaluating applications for funds under this part and in assigning priority to project proposals;

(5) provide assurances satisfactory to the Commissioner that funds available from sources other than Federal sources in any fiscal year for expenditures under State plans for library services to the physically handicapped will not be less than actual expenditures from such source in the second preceding fiscal year; and

(6) establish a council which is representative of eligible agencies which shall act in an advisory capacity to the State agency.

(b) The Commissioner shall approve, after consultation with the Librarian of Congress where appropriate, any State plan which meets the conditions specified in subsection (a) of this section.

(c) No part of any money paid to a State under this part shall be applied, directly or indirectly, to the purchase or erection of any building or buildings, or the purchase of any land.

TITLE V—GENERAL

WITHHOLDING

Sec. 501. If the Commissioner finds after reasonable notice and opportunity for hearing to the State agency administering or supervising the administration of a State plan approved under this Act, that the State plan has been so changed that it no longer complies with the applicable requirements of this Act or that in the administration of the plan there is a failure to comply substantially with the provisions required to be included in the plan, he shall notify such State agency that further payments will not be made to the State under this Act (or, in his discretion, that further payments will not be made with respect to portions of or projects under the State plan affected by such failure) until he is satisfied that there is no longer any such failure to comply. Until he is so satisfied, no further payments shall be made to such State for carrying out such State plan (or further payments shall be limited to parts of or projects under the plan not affected by such failure).

ADMINISTRATION

Sec. 502. (a) The Commissioner shall administer this Act under the supervision and direction of the Secretary of Health, Education, and Welfare, and shall, with the approval of the Secretary, prescribe such regulations as may be necessary for the administration of this Act.

(b) The Commissioner is also authorized to make such studies, investigations, and reports as may be necessary or appropriate to carry out the purposes of this Act, including periodic reports for public distribution as to the values, methods, and results of various State demonstrations of public library services undertaken under this Act.

(c) There are hereby authorized to be appropriated for expenses of administration such sums as may be necessary to carry out the functions of the Secretary and the Commissioner under this Act.

(d)(1) The Commissioner shall not finally disapprove any State plan submitted under this Act, or any modification thereof, without first affording the State submitting the plan reasonable notice and opportunity for a hearing.

(2) If any State is dissatisfied with the Commissioner's final action with respect to the approval of its State plan submitted under Title I, Title II, Title III, or part A or B of Title IV, or with respect to his final action under section 501, such State may appeal to The United States Court of Appeals for the circuit in which the State is located, by filing a petition with such court within sixty days after such final action. A copy of the petition shall be forthwith transmitted by the clerk of the court to the Commissioner or any officer designated by him for that purpose. The Commissioner thereupon shall file in the court the record of the proceedings on which he based his action, as provided in section 2112 of title 28, United State Code.

(3) Upon the filing of the petition referred to in paragraph (1) of this subsection, the court shall have jurisdiction to affirm the action of the Commissioner or to set it aside, in whole or in part, temporarily or permanently, but until the filing of the record the Commissioner may modify or set aside his order. The findings of the Commissioner as to the facts, if supported by substantial evidence, shall be conclusive, but the court, for

good cause shown, may remand the case to the Commissioner to take further evidence, and the Commissioner may thereupon make new or modified findings of fact and may modify his previous action, and shall file in the court the record of the further proceedings. Such new or modified findings of fact shall likewise be conclusive if supported by substantial evidence.

(4) The judgment of the court affirming or setting aside, in whole or in part, any action of the Commissioner shall be final, subject to review by the Supreme Court of the United States upon certiorari or certification as provided in section 1254 of title 28, United States Code. The commencement of proceedings under this subsection shall not, unless so specifically ordered by the court, operate as a stay of the Commissioner's action.

REALLOTMENTS

Sec. 503. The amount of any State's allotment under section 102, 202, 402, or 412, for any fiscal year which the Commissioner determines will not be required for the period for which such allotment is available for carrying out the State plan approved under section 103, 203, 304, 404, and 414, respectively, shall be available for reallotment from time to time, on such dates during such year as the Commissioner may fix, to other States in proportion to the original allotments for such year to such States under section 102, 202, 302, 402, or 412, as the case may be, but with such proportionate amount for any of such other States being reduced to the extent it exceeds the amount which the Commissioner estimates the State needs and will be able to use for such period of time for which the original allotments were available for carrying out the State plan approved under section 103, 203, 304, 404, or 414, as the case may be, and the total of such reductions shall be similarly reallotted among the States not suffering such a reduction. Any amount reallotted to a State under this subsection from funds appropriated pursuant to section 101, 201, 301, 401, or 411, for any fiscal year shall be deemed part of its allotment for such year under sections 102, 202, 302, 402, and 412, respectively.

DEFINITIONS

Sec. 504. For the purposes of this Act—

(a) The term "State" means a State, the District of Columbia, Puerto Rico, Guam, American Samoa, the Trust Territory of the Pacific Islands, or the Virgin Islands.

(b) The term "State library administrative agency" means the official State agency charged by State law with the extension and development of public library services throughout the State;

(c) The term "public library" means a library that serves free all residents of a community, district, or region, and receives its financial support in whole or in part from public funds;

(d) The term "construction" includes construction of new buildings and expansion, remodeling, and alteration of existing buildings, and initial equipment of any such buildings; including architects' fees and the cost of the acquisition of land;

(e) The term "Secretary" means the Secretary of Health, Education, and Welfare.